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United States Department of State
94-144

Washington, D.C. 20520

P343

September 19, 1994

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MEMORANDUM

TO: PRM - Phyllis Oakley

FROM: PRM - Brunson McKinley

REleased IN FULL

SUBJECT: Policy and Program Review Committee: Funding to Address the Rwandan Emergency

ISSUE FOR DECISION

At its September 15, 1994 meeting, the Policy and Program Review Committee considered how to allocate \$40 million in combined MRA and ERMA funds to address the needs of refugees and conflict victims related to the Rwanda/Burundi regional crisis.

BACKGROUND

Over 2 million refugees have fled the conflict in Rwanda to the neighboring countries of Tanzania, Zaire, Uganda, and Burundi. Although refugee flows into Zaire have ebbed, refugees continue to flee southern Rwanda for Tanzania and Burundi. Repatriation of Rwandan refugees from Zaire has slowed as ex-Rwandan government troops and administrators and militias have intimidated the refugee population against returning. Although Burundi has thus far remained relatively calm throughout the crisis, inter-ethnic tension between Hutus and Tutsis prevents the remaining Burundi refugees from returning home and could lead to new outflows of Burundi refugees.

Relief needs for both Rwandans and Burundis are enormous, requiring the continuation of the massive international effort by the UN, NGOs and donor governments. While the hope has been that the majority of refugees would repatriate in the short term, it is now expected that the bulk of the 2 million new refugees will remain outside the country for at least the next six months.

The U.S. military, which made a significant contribution to the UNHCR-led assistance effort in Zaire through airlift services, operating the airhead at Entebbe, and provision of water production and distribution equipment, has begun the process of disengagement from the region. We expect the U.S. military's involvement to largely end by the end of September, with the exception, perhaps, of some additional airlift capacity.

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Other than the USG, no other donor agreed to UNHCR's request to take on full responsibility for one or more of the eight service packages. Therefore UNHCR has had to cobble together more limited donor efforts and contributions to ensure that refugee needs are met. This requires additional resources, both personnel and financial, than had originally been envisioned and/or hoped for.

Since the latest phase of the regional crisis began on April 6 with the shooting down of the plane with the presidents of Rwanda and Burundi, PRM has obligated a total of \$37.2 million in MRA and ERMA funds to help address the needs of Rwandan refugees and conflict victims (see attached chart for details.)

At the end of August, Congress passed a dire emergency supplemental for Rwanda which included an appropriation of \$30 million for the Emergency Fund. In addition to these funds, there is approximately \$7.5 million available in the FY 94 MRA/Africa account; the exact amount will depend upon your decision regarding a separate PPRC proposal to fund the American Refugee Committee's ongoing program for Mozambican refugees/returnees and upon PRM/P's confirming with UNHCR/Geneva the exact amount of money needed to support the four approved JPO positions which the Bureau is funding in Africa. There is also \$2.5 million available from the FY 94 MRA/South Asia account. Depending on your decision regarding a separate PPRC proposal on funding for UNRWA, another \$2 million may be available for transfer to help cover Rwanda needs. Therefore a total of some \$40 million (or \$42 million) is available to address the current funding appeals of UNHCR, IOM, ICRC, IFRC and WFP.

A portion of the remaining MRA funds had been tentatively allocated for Horn of Africa repatriations. However, PRM/AAA has decided against providing UNHCR with funding for these programs this fiscal year. Somali repatriation from Kenya is looking less feasible as UN agencies and UNOSOM are drawing down in Somalia. Based on information from our Refcoord in Addis Ababa, it now appears that UNHCR will not need funding for Ethiopians returning from Sudan until January, 1995.

DISCUSSION

UNHCR

UNHCR is coordinating basic emergency assistance to Rwandan and Burundi refugees throughout the region and estimates its financial needs for these populations in CY 1994 to be \$298-308 million. Included in this amount is \$143 million for regional refugee needs (for Rwandans and Burundis in Uganda,

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Tanzania, Rwanda and Burundi) through December; \$40-50 million for repatriation to Rwanda (the full amount is not likely to be required this year unless circumstances change); and \$115 million for the Zaire operations from July through mid-October. Not included in the current appeal is the cost of the 8 service packages nor the Zaire operations from mid-October through the end of December. As of September 13, UNHCR had received \$196 million in cash contributions from all donors.

Since April 6, when the plane carrying the presidents of Rwanda and Burundi mysteriously crashed, PRM has contributed \$27.5 million (9% of \$300 million) to UNHCR from MRA and ERMA funds. OFDA has provided \$914,556 worth of personnel and airlift support to UNHCR. DOD has initially established the dollar value of the service packages (water, airhead management, etc.) which it has contributed toward the relief effort at \$140 million (this may also include some airlift costs).

Further cash contributions to UNHCR are particularly important given DOD's imminent phaseout from the relief program. Costs borne by UNHCR will dramatically increase as UNHCR has to contract for important services like airlifting supplies, water production, and airport handling services, which were previously provided by DOD.

An additional PRM contribution of \$32 million would bring PRM's total cash contribution to \$59.5 million or 20% of the current cash needs (keeping in mind that the cost of the remaining three months of the Zaire operation has not yet been budgeted, but that significant further repatriation is unlikely). A generous contribution now is particularly important as we are unlikely to be able to do as much in FY95 given the size of the new caseload.

ICRC

The ICRC is assisting up to 750,000 displaced persons in Rwanda and Burundi and has increased its cash appeal for activities in Rwanda by \$40.7 million. PRM/AAA has assumed that roughly \$5.25 million of our \$35 million contribution to ICRC's CY 94 Africa-wide program was used by ICRC towards its initial budget for Rwanda of \$21 million. We made an additional contribution, toward the increased appeal, of \$1 million from the July ERMA drawdown. OFDA has contributed \$6.8 million in cash and kind, bringing the total USG contribution to \$7.8 million or 19% of the increase.

A recent fax from RMA/Geneva indicates that ICRC fundraisers expect to end the calendar year with a carryover of 28 million SFR in Africa and are therefore not soliciting donors for additional funds for these programs. Given this, plus the

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already significant USG contribution, we do not propose an additional PRM contribution at this time.

IFRC

IFRC's regional appeal for CY 94, as one of UNHCR's main implementing partners in Tanzania, Burundi, Uganda and Zaire, now stands at \$70 million for cash and in-kind. Per IFRC's 8/22 situation report, 50% of the appeal has been covered by all donors. To date the Bureau has contributed \$2.6 million. An additional contribution of \$4 million would bring our total to \$6.6 million (9%). If an additional \$2 million were to be available from the FY94 Near East account, the PPRC would recommend it be contributed to the IFRC. The transfer of funds from the Near East to Africa will require OMB approval.

WFP

WFP has issued a regional appeal, for the remainder of the calendar year, for 344,593 MT of commodities with a value of \$196.1 million. Also included is an appeal for \$41,823,307 in cash for airlift, milling, road rehabilitation, pallets, international and local staff costs, vehicles, and office support costs. As of 8/30, WFP had received \$21.8 million in cash toward these needs. Within the regional breakdown, the cash needs of the refugee programs in Zaire, Uganda and Tanzania remain particularly underfunded. These three programs total almost \$32 million, of which \$10.7 million has been contributed (33%) by all donors.

To date, PRM has contributed \$2.9 million for non-food needs. OFDA has contributed \$3,676,615 in cash for local purchase of commodities and trucks in Zaire. FFP and USDA have provided \$35.3 million worth of commodities. PRM has also provided \$1.6 million for ITSH on food FFP has provided, but this does not reduce WFP's cash need. A second contribution for ITSH of \$648,400 will shortly be made from MRA/Africa funds. An additional contribution of \$3 million for WFP non-food needs would bring PRM's contribution to \$5.9 million (14%) and the total USG cash contribution to \$8.9 million (21%). Experience has shown that cash contributions to support WFP operations are every bit as important as commodity contributions in ensuring that food reaches the refugees in sufficient quantities and mixes and in a timely, regularized manner.

IOM

IOM has appealed for \$7.4 million for its program which principally involves the transport of refugees in Zaire, returnees from Zaire and internally displaced persons within Rwanda. IOM will also provide transport and logistics management support for the distribution of emergency relief supplies within Rwanda. As of September 7, IOM had received

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just over \$2 million from other donors. While IOM's program is not large when compared to that of the other international organizations, it is performing an important function. It is clear that other agencies are relying on IOM's particular expertise in transporting people.

PRM has not made a contribution to date. \$1 million would represent a 14% contribution. As much of IOM's work will be inside Rwanda, OFDA also may decide to support IOM's program.

NGOs

NOTE: Since the crisis began on April 6, PRM has been requested to support and has agreed to fund IRC's programs in Tanzania and Zaire for a total of \$1.5 million. In addition, OFDA has funded a number of NGOs who are assisting refugees in Zaire but has indicated to them that this funding is only for a period of 2-3 months. We therefore anticipate receiving future requests from NGOs with current operations and USG funding. Funding for such future NGO requests should come from FY 95 MRA/Africa funds so that all ERMA monies apportioned and allocated from the current drawdown can be obligated quickly.

RECOMMENDATION

The PPRC recommends the following allocation of \$40 million in ERMA and MRA funds:

1. A contribution of \$32 million for UNHCR made up of \$10 million from MRA funds (Africa, approximately \$7.5 million, and transferred from South Asia, \$2.5 million) and \$22 million from ERMA.* Additional balances in the Africa region, if any, also would be added to the UNHCR contribution.

Approve Re Oakley Disapprove _____
Date 9/19/94

2. No contribution to ICRC at this time

Approve Re Oakley Disapprove _____
Date 9/19/94

3. A contribution of \$4 million to IFRC (from ERMA)*

Approve Re Oakley Disapprove _____
Date 9/19/94

4. A contribution of \$3 million to WFP for non-food needs (from ERMA)

Approve Re Oakley Disapprove _____
Date 9/19/94

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5. A contribution of \$1 million to IOM (from ERMA)

Approve P. Oakley Disapprove _____
Date 9/14/94

* If you were to approve transferring an additional \$2 million from the FY94 Near East account to Rwanda (decision contained in another memo), the recommended contribution for UNHCR would remain at \$32 million, but would be divided \$12 million from MRA and \$20 million from ERMA. The recommended contribution to the IFRC would rise to \$6 million -- from ERMA.

Attached:

Excerpts from UNHCR, IFRC, WFP and IOM Appeals

Drafted: PRM/AAA:ANelson
9/12/94 Doc. SERWBY 177

Cleared: PRM/AAA:MMcKelvey
PRM/A:TRusch
PRM/C:NWRunkles
PRM/ENSA:LMay
PRM/P:DRHunter *DK*
PRM/POP:SHawkins

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